

Limited Access Programs in Federal Fisheries off Alaska

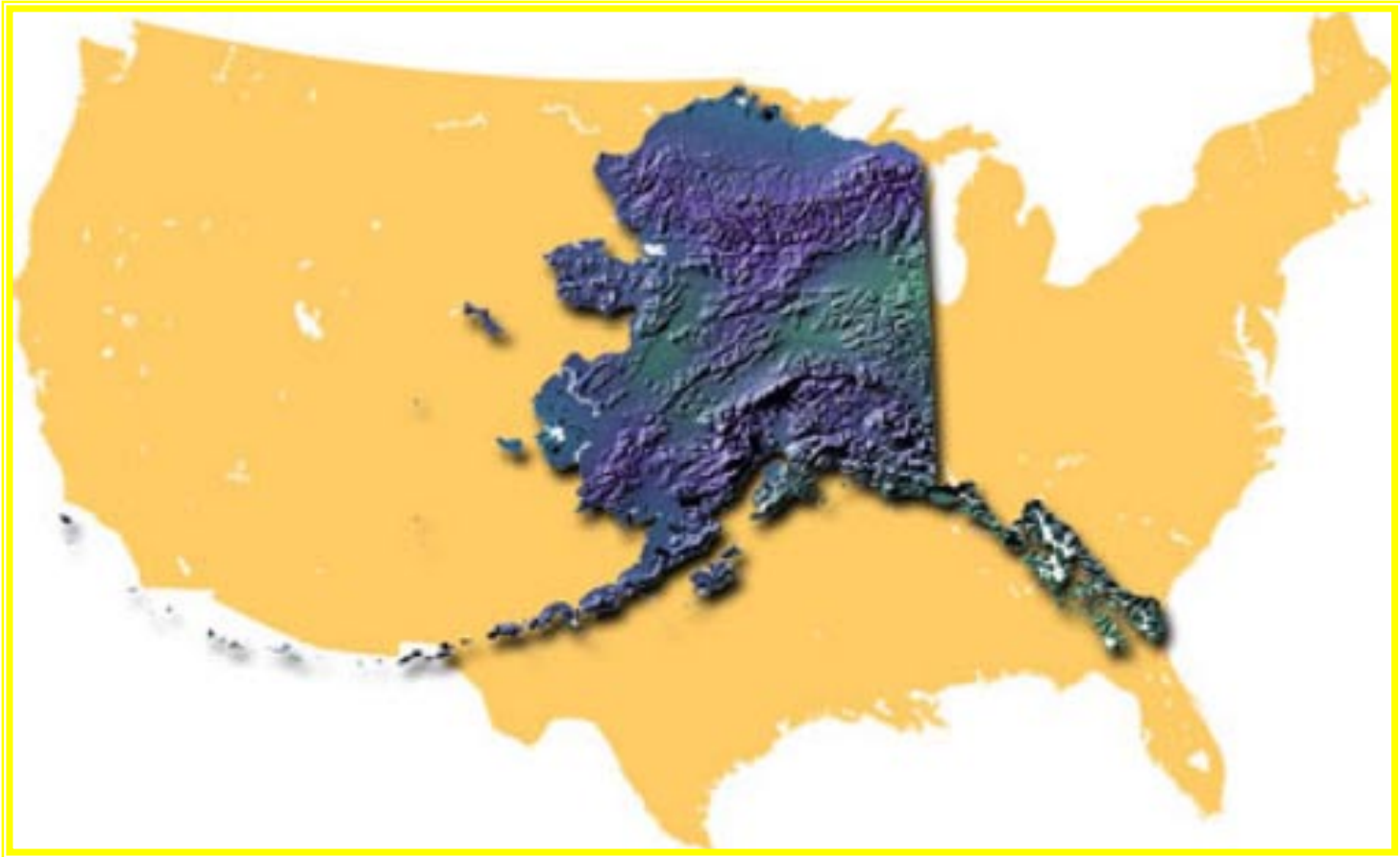
Philip J. Smith

Restricted Access Management

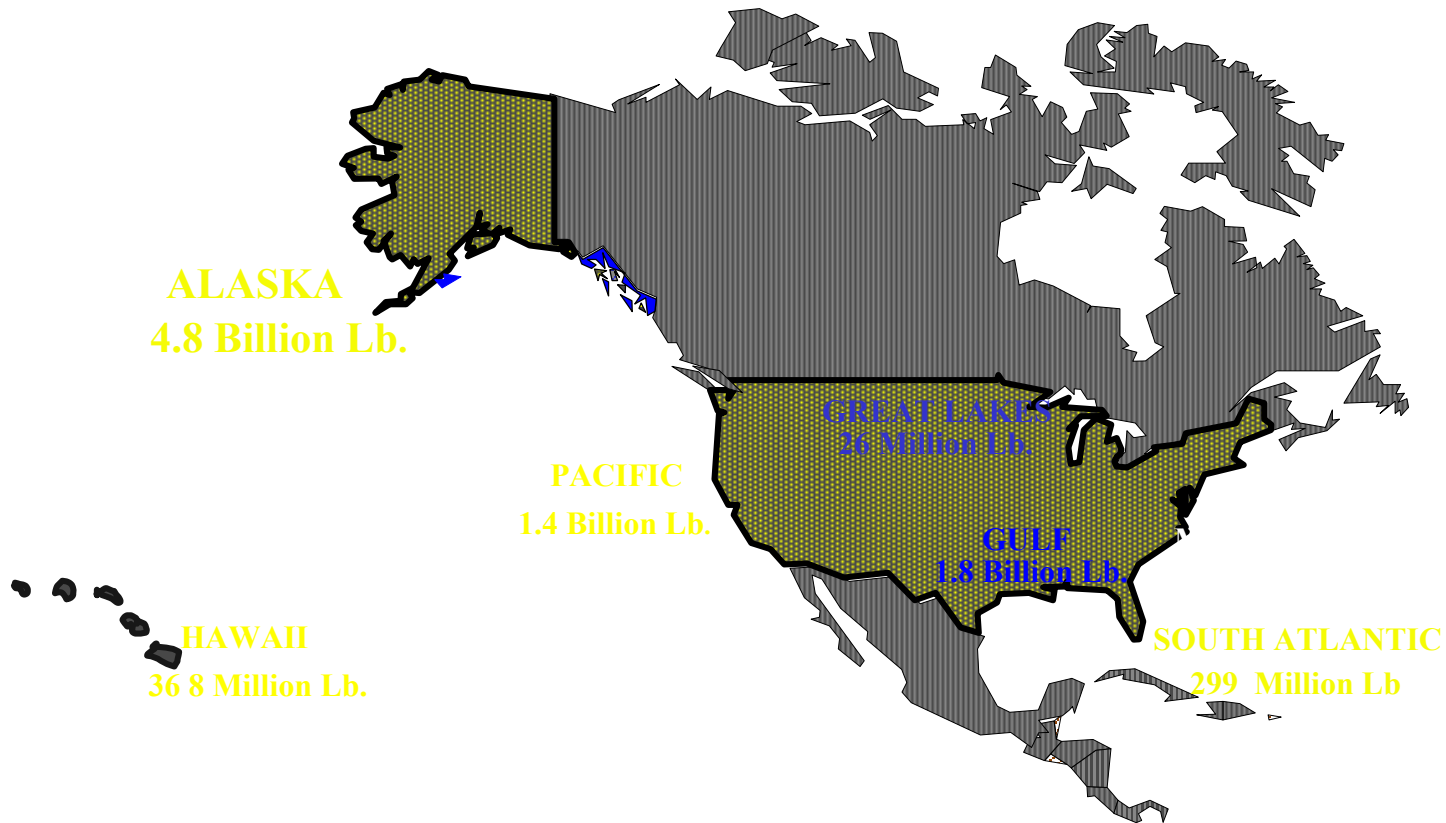
Alaska Region, National Marine Fisheries Service

IIFET :: Corvallis, OR :: July 2000

Alaska/US – Relative Size



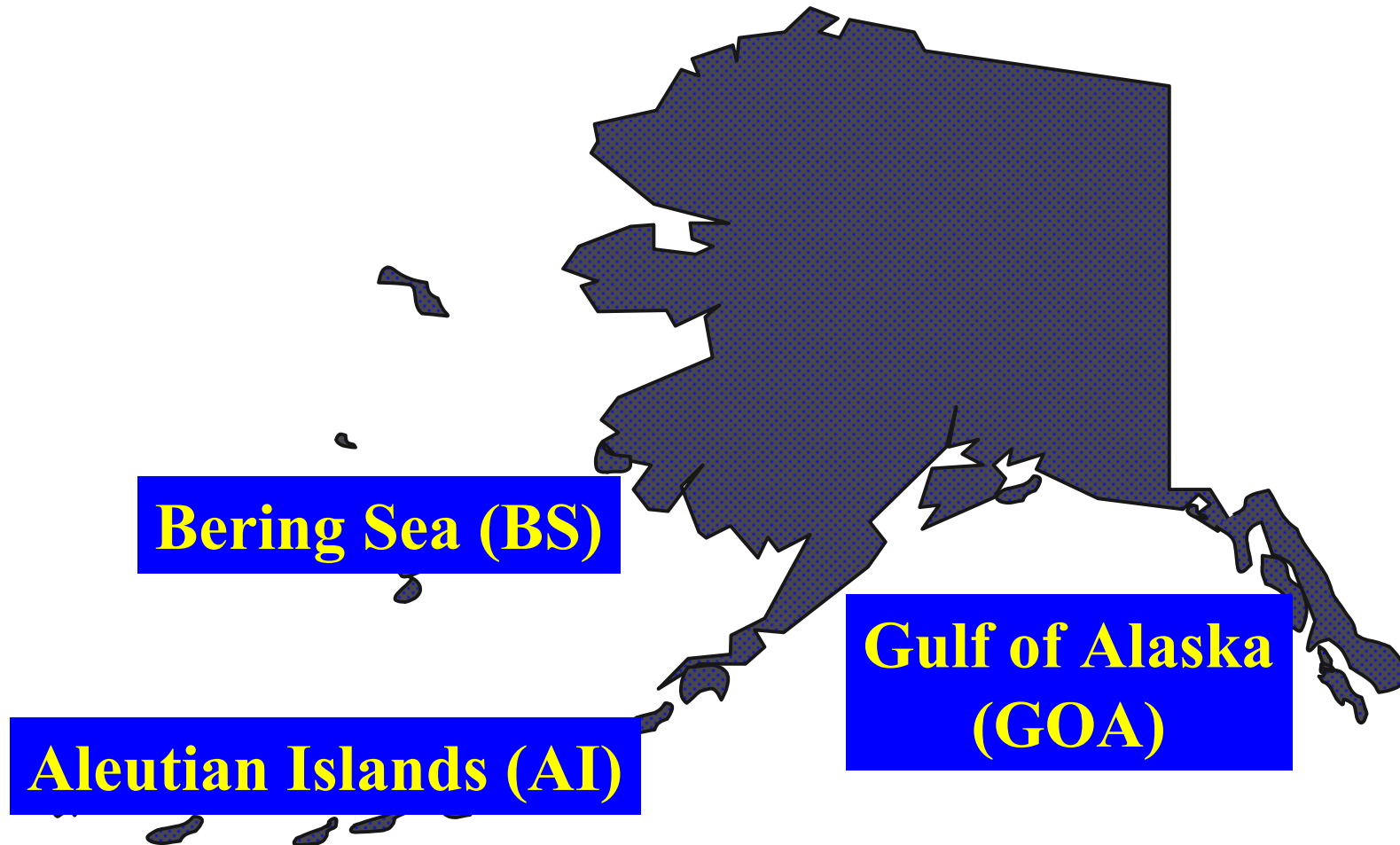
1997 US Commercial Landings



Alaska Fisheries in Profile

- **795,000 Sq. Mi. of Continental Shelf (70% of U.S. total)**
- **28% of U.S. Exclusive Economic Zone**
- **74,300 miles of Tidal Shoreline**
- **49% of U.S. Commercial Landings (weight)**
- **31% of U.S. Commercial Value (\$\$)**

Management Areas



Groundfish – Volume & Value



Groundfish Volume: 3,890,682,208 Lbs.

Groundfish Value: \$524,202,396

Shellfish – Volume & Value

Shellfish Volume:	156,769,927 Lbs.
Shellfish Value:	\$172,119,096



Halibut – Volume & Value



Halibut Volume:

64,111,000 Lbs.

Halibut Value:

\$106,529,000

Salmon – Volume & Value



Salmon Volume: 537,900,000 Lbs.

Salmon Value: \$247,800,000

Herring – Volume & Value

Herring Volume:	115,467,449 Lbs.
Herring Value:	\$15,888,449



Fleet Size (1999)

- **Groundfish (BSAI/GOA)**
 - **Catcher Vessels, all Lengths:** 2,042
 - **Catcher/Processors, all Lengths:** 237
 - **Motherships:** 65
- **Crab (BSAI)**
 - **Catcher/Processor - all lengths** ~350
 - **Processors - all lengths** ~ 15

Fleet Size – IFQ Halibut/Sablefish

- **1998 Halibut Vessels:** **1,601**
 - **1998 (H) IFQ Holders:** **3,795**
- **1998 Sablefish Vessels:** **449**
 - **1998 (S) IFQ Holders:** **919**

Programs to Limit Access - 1

- **Halibut/Sablefish Individual Fishing Quota Program (IFQ – 1995, in effect)**
- **Groundfish & Crab Vessel Moratorium Program (VMP -- 1996 to 1999)**
- **Groundfish & Crab License Limitation Program (LLP – 2000, in effect)**

Programs to Limit Access - 2

- **Scallop Moratorium Program (SMP – 1997 to 2000) Scallop License Limitation Program (Proposed)**
- **Community Development Quota (CDQ) Program (1993, in effect)**
- **American Fisheries Act (1999, in effect)**

Halibut/Sablefish IFQ Program

- Annual TAC, designated by species/area, is divided among those who hold Quota Share (QS), who are issued an annual IFQ permit that specifies pounds that may be landed
- Amount of pounds on annual IFQ permit depends on relative amount of person's QS holdings, and the size of the annual TAC, so

$$QS/QSP \times TAC = IFQ$$

Halibut/Sablefish IFQ Program - Elements

- **Strict limits (caps) on amount of QS any one person (“individually or collectively”) may hold**
- **Vessel categories are permanent**
- **“Owner-on-Board” requirements**
- **Transfer constraints**

Halibut/Sablefish IFQ Program - Changes

- **Fee Payments (not to exceed 3% of ex-vessel value of product) for program management & enforcement & loans**
- **Proposal to include halibut sport charter fleet in program**
- **Proposal to include coastal communities (villages) in program**

Groundfish/Crab Vessel Moratorium Program

- **“Hold Everything” approach, while Council considered full rationalization of fisheries**
- **Transferable VM Permits issued to owners of qualified vessels (landings between 1988 – 1992)**
- **Program expired December 1999**

Groundfish and BSAI Crab License Limitation Program

- **Designed to replace and “refine” the Moratorium Program**
- **Groundfish Licenses specific to sub-management areas in GOA and BSAI**
- **Crab Licenses are specific to species/sub-management areas in BSAI**
- **Program is considered “transitional” to full fleet rationalization**

BSAI Crab Licenses; Expected LLP Results

Vessel Size (length overall)	Catcher	Catcher- Processor	Total
<60'	50	0	50
60' – 124'	218	0	93
>/= 125'	93	20	113
Total	361	20	381

BSAI Groundfish Licenses; Expected LLP Results

Vessel Size (length overall)	Catcher	Catcher- Processor	Total
<60'	135	4	139
60' – 124'	244	30	274
>/= 125'	73	93	166
Total	452	127	579

GOA Groundfish Licenses; Expected LLP Results

Vessel Size (length overall)	Catcher	Catcher- Processor	Total
<60'	1,343	11	1,354
60' – 124'	308	28	336
>/= 125'	32	53	85
Total	1,683	92	1,775

Proposed “Refinements” to License Limitation Program

- **Limit transferability of some licenses**
- **Designate vessel on face of license**
- **Groundfish gear endorsements**
- **“Recency” for BSAI crab eligibility**
- **“Recency” for BSAI P-Cod eligibility**
- **P-Cod endorsements for the GOA**

Scallop Moratorium and License Limitation Program

- **Moratorium in 1997 limited fishery to 18 authorized vessels (licenses)**
- **License Limitation Program will limit fishery to 9 authorized vessels**
 - **Program approved by Secretary but Rule not yet (as of 12/12/00) published**
 - **Industry is forming “co-ops” to slow the race for scallops and maximize profits**

Community Development Quota (CDQ) Program

- **1993 - Established for Bering Sea villages in (BSAI pollock only)**
 - Purpose was/is to provide opportunity for economic (fisheries) development
- **1995 - Expanded to include allocation of BSAI halibut/sablefish**
- **1998 - All BSAI species included**

CDQ Program Summary

- **54 eligible Bering Sea villages have formed 6 managing “CDQ groups”**
- **Up to 10% of all BSAI quota (all species), allocated to program**
- **Divided among CDQ groups by the State of Alaska (which recommends to Secretary), based on each group’s Development Plans and Performance**

CDQ Group Developments

- Groups have built infrastructure (docks, processing facilities, etc.)**
- Groups have initiated Employment and Training Programs for members**
- Groups have “Partnered” with larger fishing companies (e.g., obtained ownership interest in factory trawlers)**

American Fisheries Act (1998)

- **Resulted in buyout and retirement of 9 BSAI pollock factory trawlers**
- **Divided BSAI Pollock quota by sector**
- **Allowed sectors to establish coops**
- **Directed NP Council to establish “side-boards” to protect other fisheries and processors**

On the Horizon

- **“Rationalization” in the GOA (further refinements to LLP or combination of licenses, community allocations, and Individual Quotas**
- **“Rationalization” in the BSAI crab fisheries (buyback and/or Individual Quotas) – Legislation sought this year as part of Magnuson-Stevens Act**

Summary

- **Alaska's Federal fisheries are large, complex, and important to the participants and to the nation**
- **Effectively managing access to those fisheries requires large, complex (and important) programs**
- **Policy and program design process evolve; there are no magic bullets**

Conclusion

**For more information on Federal limited
access programs in Alaska**

**NMFS, Alaska Region
Restricted Access Management
1-800-304-4846 :: www.fakr.noaa.gov**